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HEADQUARTERS UNITED STATES MARINE CORPS
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CD&I
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Marine Corps Order 5311.6

From: Commandant of the Marine Corps
To: Distribution List

Subj: ADVOCATE AND PROPONENT ASSIGNMENTS AND RESPONSIBILITIES

Ref: (a) CMC Policy Memorandum 01-11, Advocacy
(b) CMC Policy Memorandum 02-11, Marine Requirements Oversight Council Charter
(c) MCO 3900.15B
(d) SECNAV M-5210.1
(e) MCO 5311.1D
(f) MCO 5600.20P
(g) MCO 3500.110
(h) SECNAVINST 5430.25E
(i) 10 U.S.C. 806
(j) 10 U.S.C. 1044
(k) 10 U.S.C. 5046
(l) SECNAVINST 5430.27D

Encl: (1) Advocates and Proponents in MROC Process
(2) Assignment of Advocate Responsibilities
(3) Assignment of Proponent
(4) Alphabetical Listing of Advocates and Proponents
(5) Example Advocate Charter Format

1. Situation

a. This Order defines the terms and assigns responsibilities for Marine Corps advocates and proponents consistent with references (a) through (e). This Order also cancels previous definitions and assignments of advocates and proponents except for the assignment of doctrinal proponents in reference (f).

b. The Commandant of the Marine Corps (CMC) receives advice and recommendations from multiple sources to support key decisions associated with his statutory responsibilities. These decisions include manpower, acquisition, installations, and resourcing matters directly affecting the capabilities and effectiveness of the Service.

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c. A series of CMC Policy Memoranda formalizing how input and recommendations would be provided to CMC emerged in 1999. Reference (a) specified that, "Each element of the Total Force Marine Air Ground Task Force and the supporting establishment shall have an advocate at HQMC who will represent them in various internal and external processes occurring within the National Capitol Region" (NCR) absent the commander. It also explained that the "desired end-state is increased communication and representation of operating force requirements and interests within HQMC processes and the Expeditionary Force Development System."

d. Three Deputy Commandants (DCs) are assigned unique cross-functional responsibilities spanning a broad range of roles.

(1) The Deputy Commandant for Combat Development and Integration (DC, CD&I) is assigned as the Marine Corps integrator with the authority and responsibility to conduct capabilities-based force development. DC CD&I will develop and implement capability portfolio management processes and will be supported by the advocates and proponents providing subject matter expertise.

(2) The Deputy Commandant for Plans, Policies and Operations (DC, PP&O), as CMC's operations officer, develops plans and policies, and coordinates the operational deployment and employment of Marines, per reference (b).

(3) The Deputy Commandant for Installations and Logistics (DC, I&L) is responsible for planning, programming, policy, and oversight of installations, management of all bases and stations, and for sustainment and logistics support provided to the Marine Corps.

2. Mission. Advocates and proponents shall provide subject matter expertise, insights and coordinated recommendations to the Commandant in order to inform Marine Corps force development and other relevant decisions.

3. Execution

a. Commander's Intent and Concept of Operations

(1) Commander's Intent

(a) Purpose. Ensure Marine Corps and Department of the Navy decisions are informed by perspectives of the operating

forces as well as from specific functional areas. Assignment as an advocate or proponent does not imply broad authority to establish Service policies and does not replace the chain of command. Advocates represent the operating force and supporting establishment commanders in those policymaking and other organizational management processes occurring within the NCR. Advocates are required to collaborate closely with the operating force chain-of-command to continually ensure timely and effective actions that support service-level force development decisions.

(b) End state. Advocates make recommendations in their areas of expertise to support well informed decisions. Advocates and proponents represent the Marine Corps position on their areas to organizations outside and inside of the Marine Corps.

(2) Concept of Operations

(a) In coordination with the Marine Forces (MARFOR) commanders, advocates identify and recommend priorities for Marine Corps capabilities and deficiencies. The Marine Requirements Oversight Council (MROC) will address advocate recommendations and approve recommendations per reference (b) and enclosure (1).

(b) Definitions

1. Advocate. The Deputy Commandant or Counsel for the Commandant assigned to represent the Marine Corps as well as identify and prioritize capabilities required for specific organizational and functional areas.

2. Proponent. A Marine Corps official that assists advocates in representing the Marine Corps and identifying capabilities required for a specific functional area.

3. Community of Interest. A group of stakeholders in a specific organizational or functional area whose collective inputs serves to inform the advocate.

(c) Advocate Responsibilities

1. Represent elements of the MAGTF, other operating forces, and the supporting establishment within HQMC

policymaking and other organizational management processes and in processes external to the Marine Corps. This requires close collaboration between the advocate and the general officers commanding the MARFORs, Marine Expeditionary Forces (MEFs), their major subordinate commands, and the supporting establishment, to ensure unified action and does not relieve commanders of their inherent responsibilities nor reduce their authority.

2. Represent the coordinated Marine Corps position for assigned areas. In cases where advocate and proponent responsibilities overlap, the advocate may delegate this responsibility to the proponent.

3. Identify capabilities and deficiencies to be considered in Marine Corps force development per reference (c). Advocates shall consolidate and prioritize capability and gap lists from across their organizational and functional areas of responsibility.

4. Coordinate with operating force and supporting establishment commanders to identify and recommend changes to Marine Corps force structure per reference (e).

5. Serve as the approval authority for the applicable core and core plus mission essential tasks (METL) per reference (g).

6. Provide formal feedback loop to operating force commanders (e.g. MARFORs and MEFs) and proponents on their recommendations and proposals.

7. In the absence of a proponent, develop the Marine Corps position for assigned functional areas for use internal and external to the Marine Corps, in conjunction with the community of interest.

8. Support the Capability Portfolio Review Board with joint capability area and cross-functional capability (training, installations, and sustainment) subject matter expertise.

9. Support DC, CD&I in the development of an enhanced Marine Corps Enterprise Integration Process that provides the foundation for an iterative Marine Corps Service Campaign Plan.

10. Provide guidance to proponents on their specific responsibilities for the development of strategic plans; and identification of capabilities, deficiencies, tables of organization, and METLs.

(d) Proponent Responsibilities. Proponents, in coordination with operating force and supporting establishment commanders, will:

1. Develop the Marine Corps position for assigned functional areas for use internal and external to the Marine Corps.

2. Assist advocates by identifying capabilities and deficiencies within their functional area, per reference (c).

3. Assist advocates in identifying and recommending changes to Marine Corps force structure per reference (e).

4. Assist advocates by making recommendations on the applicable core and core plus mission essential tasks, with associated conditions and standards, per reference (g).

5. Develop plans for advocate validation and approval by the MROC, when directed.

6. Proponents that do not have an assigned advocate will make recommendations to the advocate that is most appropriate for the specific matter.

b. Assignments

- (1) Advocates. Marine Corps advocates are listed below and their organizational and functional areas of responsibility are delineated in enclosure (2).

DC, Combat Development and Integration
DC, Plans, Policies, and Operations
DC, Aviation
DC, Installations and Logistics
DC, Manpower and Reserve Affairs
DC, Programs and Resources
Counsel for the Commandant

(2) Proponent. Marine Corps proponent assignments are listed in enclosure (3).

c. Coordinating Instructions

(1) Advocates and proponents shall not exercise authority for operational employment, force management, or related policy.

(2) The Director Command, Control, Communications and Computers department (C4) also serves as the Chief Information Officer of the Marine Corps and is the principal advisor to CMC for Marine Corps enterprise-wide information technology execution and investment strategies.

(3) In accordance with reference (h), the Counsel for the Commandant of the Marine Corps is the principal advisor to CMC in the areas of business and commercial law, environmental law, land use, civilian personnel law, procurement law, and all other matters under the cognizance of the General Counsel of the Navy.

(4) In accordance with references (i) through (l), the Staff Judge Advocate (SJA) to the Commandant of the Marine Corps is the senior uniformed attorney in the Marine Corps and is the principal advisor to CMC in the areas of military justice, legal assistance, civil and administrative law, operational law, and any other matters as directed by the Secretary of the Navy and CMC.

(5) The content of this Order is not intended to infringe in any way upon or interfere with the statutory or regulatory responsibilities of the Counsel for the Commandant or the SJA to the Commandant contained in references (h) through (l), including the ability of each to provide independent legal advice directly to CMC.

(6) Where a proponent is not clearly established in a single vested Marine Corps official, the advocate will identify a community of interest.

4. Administration and Logistics

a. Advocates may establish Operational Advisory Groups (OAGs) to facilitate communication and collaboration with the operating forces, supporting establishment, and proponents. If an OAG is established, the responsibilities and functions of the

OAG shall be determined by the advocate and captured in a charter.

(1) Charters will be developed in coordination with the advocates, Commander, Marine Forces (COMMARFOR) Command, COMMARFOR Pacific, COMMARFOR Reserve, and other MARFORs that would be affected.

(2) Enclosure (5) provides a recommended outline for charters.

b. Advocates and proponents will maintain records of recommendations and decisions on key issues. Records created as a result of this Order shall be managed according to National Archives and Records Administration approved dispositions, per reference (d), to ensure proper maintenance, use, accessibility and preservation, regardless of format or medium.

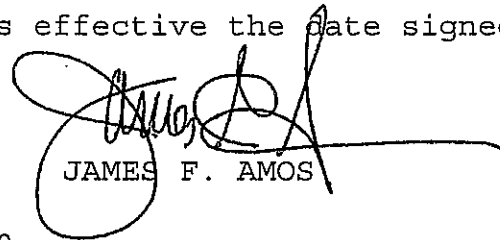
c. Directives shall be updated to synchronize with this Order within two years.

d. Reference (a) will be cancelled upon normal review.

5. Command and Signal

a. Command. This Order is applicable to the Marine Corps Total Force.

b. Signal. This Order is effective the date signed.

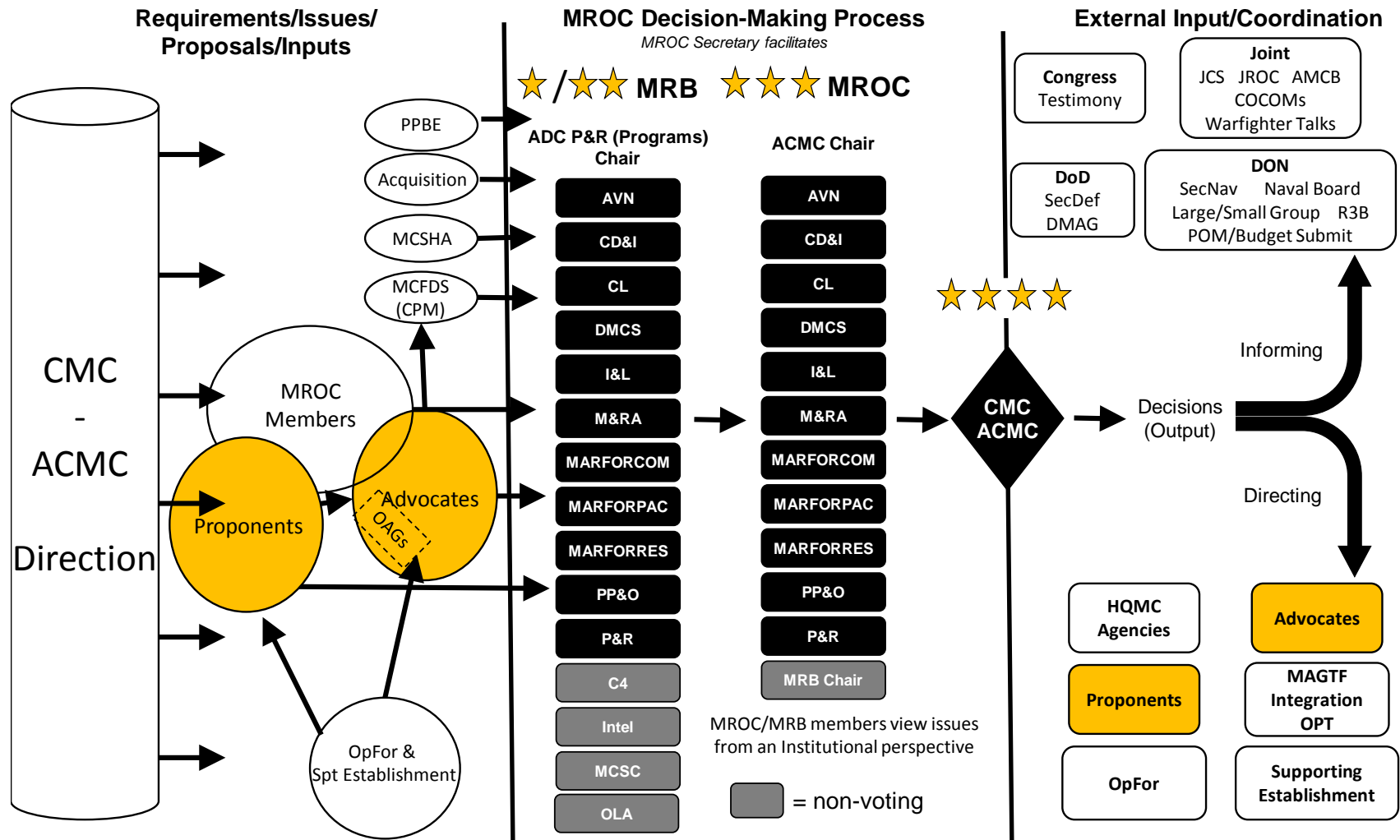


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Advocates & Proponents in MROC Process

“The MROC is the primary, enterprise-level USMC leadership forum to advise & assist CMC in the execution of his Title 10 USC & JCS responsibilities.” (MROC Charter)



The MROC is Advocacy Neutral – Advocacy actions occur to the left & right of the MROC process

Assignment of Advocate Responsibilities

Advocates have cognizance for force development activities in the following organizational and functional areas:

DC, AVN

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|--------------------------------------|
| Aviation Combat Element |
| Aviation Communications and Networks |
| Aviation Fires |
| Aviation Operations |

DC, CD&I

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|--|
| Afloat Communications and Networks |
| Civil Affairs |
| Command and Control |
| Command Element |
| Command, Control, Computers, and Communications (C4) |
| Counter Improvised Explosive Devices (IED) |
| Information Management |
| Intelligence |
| Irregular Warfare |
| MAGTF Electronic Warfare |
| MAGTF Fires |
| Marine Corps Force Development System |
| Maritime Expeditionary (Seabasing) Capabilities and Requirements |
| Public Affairs |
| Red Teams |
| Religious Ministry |
| Science and Technology (S&T) |
| Training and Education |

DC, I&L

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|--|
| Engineer and Explosive Ordnance Disposal |
| Health Services Support |
| Installations (Bases and Stations) |
| Logistics Combat Element |
| Logistics Operations |
| Materiel Readiness |
| Supporting Establishment |

DC, M&RA

| |
|---|
| Manpower Personnel Policy, Planning and Administration (Active Component / Reserve Component / Civilian) |
| Marine, family, and community support programs (Active Component / Reserve Component) |
| Recruiting (Active Component / Reserve Component / Civilian) |

DC, PP&O

| |
|--|
| Ashore and Afloat Prepositioning |
| Chemical, Biological, Radiological, and Nuclear |
| Cyberspace Operations |
| Defense Support to Civil Authorities |
| Ground Combat Element |
| Ground Communications and Networks |
| Ground Fires |
| Ground Operations |
| Identity Operations |
| Information Operations |
| Interagency Coordination |
| Maneuver |
| Marine Corps Embassy Security Group |
| Marine Corps Security Cooperation Group / Advisor Training |

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|--|
| Marine Corps Security Forces |
| Marine Expeditionary Unit |
| Marine Forces Cyber Command |
| Marine Forces Special Operations Command |
| Naval Fires |
| Non-Lethal Weapons |
| Protection |
| Readiness |
| Security Cooperation |
| Special Operations |
| Special Technical Operations |

DC, P&R

| |
|--|
| Audit and Special Programs |
| Marine Corps Requirements and Oversight Council (MROC) |
| Planning, Programming, Budgeting, and Execution System |

Counsel for the Commandant

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|-------------------------|
| General Counsel Matters |
|-------------------------|

Assignment of Proponents

Proponents have cognizance for force development activities in the following organizational and functional areas:

| <u>Functional Area</u> | <u>Proponent</u> |
|--|------------------------------|
| Religious Ministry | Chaplain of the Marine Corps |
| Irregular Warfare | DC, PP&O |
| Command, Control, Computers, and Communications | Dir C4 |
| Communications and Networks (Air, Ground, Logistics, and Afloat) | Dir C4 |
| Chief Information Officer | Dir C4 |
| MARFORCYBER | Dir C4 |
| Operational Energy | Dir E20 |
| Health Services Support | Dir HS |
| MARFORCYBER | Dir Int |
| Intelligence | Dir Int |
| Intelligence, Surveillance, and Reconnaissance | Dir Int |
| Cyberspace Operations | COMMARFORCYBER |
| Marine Corps Reserve | COMMARFORRES (CMFR) |
| Special Operations | COMMARFORSOC |
| Installations (Bases and Stations) | COMMCICOM |

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|---|--------------------------|
| Recruiting (Active Component / Reserve Component) | CG MCRC |
| Acquisition | CDR MARCORSSYSCOM (MCSC) |
| Counter Improvised Explosive Devices (IED) | CG MCWL |
| Science & Technology (S&T) | CG MCWL |
| Public Affairs | Dir PA |
| Safety and Force Preservation | Dir Safety Division |
| Staff Judge Advocate to CMC Matters | SJA to CMC |
| Training and Education | CG TECOM |

Alphabetical Listing of Advocates and Proponents

| Area | Advocate | Proponent |
|--|--------------------------------|----------------|
| Acquisition | | CDR MCSC |
| Afloat and Ashore Prepositioning | DC, PP&O | |
| Audit and Special Programs | DC, P&R | |
| Aviation Combat Element | DC, AVN | |
| Aviation Fires | DC, AVN | |
| Aviation Operations | DC, AVN | |
| Chemical, Biological, Radiological, and Nuclear | DC, PP&O | |
| Chief Information Officer | | Dir C4 |
| Civil Affairs | DC, CD&I | |
| Command and Control | DC, CD&I | |
| Command Element | DC, CD&I | |
| Command, Control, Computers, and Communications (C4) | DC, CD&I | Dir C4 |
| Communications and Networks Aviation Ground Logistics Afloat | DC, AVN DC, PP&O DC CD&I | Dir C4 (All) |
| Counter Improvised Explosive Devices (IED) | DC, CD&I | CG MCWL |
| Cyberspace Operations | DC, PP&O | COMMARFORCYBER |
| Defense Support to Civil Authorities | DC, PP&O | |
| Engineer and Explosive Ordnance Disposal | DC, I&L | |
| General Counsel Matters | Counsel | |
| Ground Combat Element | DC, PP&O | |
| Ground Fires | DC, PP&O | |
| Ground Operations | DC, PP&O | |
| Health Services Support | DC, I&L | Dir HS |
| Identity Operations | DC, PP&O | |

| | | |
|--|----------|-------------------|
| Information Management | DC, CD&I | |
| Information Operations | DC, PP&O | |
| Installations (Bases and Stations) | DC, I&L | COMMCICOM |
| Intelligence | DC, CD&I | Dir Int |
| Intelligence, Surveillance, and Reconnaissance | | Dir Int |
| Interagency Coordination | DC, PP&O | |
| Irregular Warfare | DC, CD&I | DC, PP&O |
| Logistics Combat Element | DC, I&L | |
| Logistics Operations | DC, I&L | |
| MAGTF Electronic Warfare | DC, CD&I | |
| MAGTF Fires | DC, CD&I | |
| Manpower Personnel Policy, Planning and Administration (Active Component / Reserve Component / Civilian) | DC, M&RA | |
| Maneuver | DC, PP&O | |
| Marine Corps Embassy Security Group | DC, PP&O | |
| Marine Corps Force Development System | DC, CD&I | |
| Marine Corps Requirements and Oversight Council (MROC) | DC, P&R | |
| Marine Corps Reserve | | COMMARFORRES |
| Marine Corps Security Cooperation Group / Advisor Training | DC, PP&O | |
| Marine Corps Security Forces | DC, PP&O | |
| Marine Expeditionary Brigade | DC, CD&I | |
| Marine Expeditionary Unit | DC, PP&O | |
| Marine, family, and community support programs (Active Component / Reserve Component) | DC, M&RA | |
| Marine Forces Cyber Command | DC, PP&O | Dir C4 Dir Int |
| Marine Forces Special Operations Command | DC, PP&O | |

| | | |
|--|----------|------------------------------------|
| Maritime Expeditionary (Seabasing) Capabilities and Requirements | DC, CD&I | |
| Materiel Readiness | DC, I&L | |
| Naval Fires | DC, PP&O | |
| Non-Lethal Weapons (NLW) | DC, PP&O | |
| Operational Energy | | Dir E2O |
| Planning, Programming, Budgeting, and Execution System | DC, P&R | |
| Protection | DC, PP&O | |
| Public Affairs | DC, CD&I | Dir PA |
| Readiness | DC, PP&O | |
| Recruiting (Active Component / Reserve Component / Civilian) | DC, M&RA | CG MCRC (AC/RC Only) |
| Red Teams | Dc, CD&I | |
| Religious Ministry | DC, CD&I | Chaplain of the Marine Corps |
| Safety and Force Preservation | | Dir Safety Division |
| Science & Technology (S&T) | DC, CD&I | CG MCWL |
| Security Cooperation | DC, PP&O | |
| Special Operations | DC, PP&O | COMMARFORSOC |
| Special Technical Operations | DC, PP&O | |
| Staff Judge Advocate to CMC Matters | | SJA to CMC |
| Supporting Establishment | DC, I&L | |
| Training and Education | DC, CD&I | CG TECOM |

Example Advocate Charter Format

1. Charter Elements. Areas addressed by the charter include:

a. Advocate Board

(1) Board Membership and Chairmanship. (e.g., The GCE Advocate Board may consist of the Advocate and the four division commanders.)

(2) Board's Role and Supporting Framework. (e.g., The board reviews emerging issues, develops top level consensus, and assists in facilitating engagement and necessary actions.)

(3) Meeting Schedule

b. Conferences. Identify conferences and symposiums that are used to coordinate advocate actions.

(1) Operational Advisory Groups (OAG). OAGs provide a forum for interface between the operating forces and Headquarters, Marine Corps and supporting establishment action officers. They normally serve as a vehicle for identifying and recommending prioritization of issues and solutions that directly impact a specific area of operational capability. An example would be an OAG to address artillery issues by the GCE Advocate. This might also be supplemented by a consolidated ground fires OAG. The charter would normally empower an advocate to establish internal OAGs as necessary. It would also constitute the means for establishing multiple advocate OAGs that involve a number of advocate areas or proponents, e.g. a MAGTF Fires OAG that involves artillery, mortars, close air support and naval surface fires. OAGs may be authorized to charter Integrated Product/Process Teams (IPTs) and/or Working Groups (WGs) on a short-term basis (usually less than one year) to address specific issues under the purview of the OAG. The OAG will define the scope, membership and duration of the IPT/WG and require specific outcomes from the IPT/WG.

c. Other Input Mechanisms. The charter should also address other means to capture relevant issues, disseminate information to operating force commanders, manage inputs and priorities, and coordinate formal positions with commanders. These include, but are not limited to the following; some of which are discussed in detail in reference(c):

(1) Advocate Roadmap. Developing/revising an Advocate road maps provides long-term direction and guidance.

(2) MAGTF Advocates Capability List (ACL). Development of an ACL defines necessary capabilities, provides prioritization, and recommends courses of action that aid in development of the Marine Corps Capabilities List.

(3) MAGTF Advocates Gap List (AGL). Development of an AGL assists in development of the Marine Corps Gap List.

d. Other Elements. The Advocate Charter can also provide guidance that establishes necessary relationships and process interactions. The charter should also reference the guidance in the Marine Corps Service Campaign Plan to establish a standard baseline for all advocates to work from. Elements could include:

(1) Alignment of advocate's core organization with any advocacy organizational constructs.

(2) Coordination with HQMC staff, agencies (e.g., MCCDC, MCSC, and Office of Naval Research) and operating force commanders.

(3) Analytical support.

(4) Occupation field / manpower sponsorship / responsibilities.

(5) MROC integration.

(6) Advocate role / representation in POM development to include integration and coordination with specific Program Evaluation Boards.

(7) Advocate role / representation on the Information Technology Steering Group (ITSG) to include integration and coordination.

(8) Advocate plan for supporting EFDS and TFS process and Total Force Structure processes.

(9) Coordination with OAGs.

e. Points of Contact